

Message Text

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ACTION IO-10

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C O N F I D N T I A L G N V A 7644

E.O. 11652: GDS

TAGS: ILO

SUBJECT: WITHDRAWAL FROM THE ILO

REF: STATE 236423

1. MISSION BELIEVES THAT, JUSTIFIABLY OR NOT, US WILL BE VULNERABLE TO CRITICISM IF AND WHEN IT ANNOUNCES INTENTION QUIT ILO. HOWEVER, MISSION CINTINUES TO BELIEVE THAT NOTICE OF INTENT MAY BE AN EFFECTIVE WAY, BUT NOT NECESSARILY THE ONLY ONE, OF ACHIEVING US AIMS IN ILO BUT THAT IT SHOULD BE GIVEN, IF AT ALL, ONLY AFTER US AIMS RELATING TO FUTURE OF THE ORGANIZATION ARE AGREED UPON AND A GENERAL SCENARIO WORKED OUT AS TO HOW USG INTENDS PROCEED IN THE TWO YEARS GRACE PERIOD BETWEEN GIVING NOTICE AND ACTUALLY WITHDRAWING. ONCE US AIMS ARE CLEAR, IT MAY BE FOUND THAT THERE EXIST OTHER TECHNIQUES FOR ACHIEVING THEM SHORT OF GIVING NOTICE WHICH WILL EVOKE LESS CRITICIS. IT DOES NOT SEEM TO US THAT INTERNATIONAL CRITICISM SHOULD BE TH ONLY OR EVEN THE MAIN CRITERION FOR DECISION. OBVIOUSLY EFFECT OF GIVING NOTICE ON US POSITION IN UN AND OTHR INTERNATIONAL ORGANITATIONS

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AS WELL AS FOREIGN RLATIONS GENERALLY MUST BE WEIGHED.

IT IS NOT JUST A LABOR ISSUE. WE SHOULD BE PREPARED BOTH BEFORE AND AFTER TAKING DECISION (WHETHER IT BE WITHDRAWAL OR SOMETHING LESS) TO BE ABLE TO EXPLAIN OUR RATIONALE TO OTHER NATIONS AND KEY INTERNATIONAL FIGURES, NOTABLY TO SUCH AS DG BLANCHARD.

2. TH PRESUMPTION IS THAT USG WOULD BE WILLING UNDERTAKE THE NECESSARY ACTIONS TO ACHIEVE CERTAIN POSITIVE GOALS IN ILO AS A CONDITION OF ITS CONTINUED PARTICIPATION. IF THE ILO HAS A VALUE TO US, THEN WE SHOULD BE IN A POSITION TO DEFINE WHAT THAT VALUE IS, AND WHETHER THESE VALUES ARE REALIZABLE IN THE ILO AS IT PRESENTLY EXISTS OR WHETHER CHANGES ARE MANDATORY.

3. FROM THE POINT OF VIEW OF ILO-US RELATIONS, OUR MOTIVE IN GIVING NOTICE WOULD BE ACCENTUATE OUR CONTINUING INTEREST IN THE WELL BEING OF THE ORGANIZATION BUT AT THE SAME TIME SETTING A DEADLINE FOR REFORM.

4. BUT AS REFTTEL IMPLIES, SUCH AN ACTION WILL BRING IN ITS WAKE A VARIETY OF CRITICISMS. REPS IN GENEVA OF DEVELOPING COUNTRIES ARE NOT YET AWARE OF OUR POSSIBLE ACTION AND NO REACTION NOTICED HERE YET. UNDOUBTEDLY, IF WE GIVE NOTICE, SOME MILITANT LEADERS WILL GET A FRESH REASON TO CONTINUE CONFRONTATION TACTICS. OTHERS WILL FEEL BADLY LET DOWN IF IT NOT EXPLAINED WELL. THE WEO'S MOST OF WHOM ARE AWARE OF OUR POSSIBLE ACTION AND OF THE FACT THAT THE US IS THE MAJOR CONTRIBUTOR, MAY BE EXPECTED TO LOOK AT THEIR POCKETBOOKS AND WONDER HOW THE BUDGET CAN BE MET WITHOUT INCREASING THEIR INPUT. THE LDC'S, ALSO AWARE OF THE IMPORTANCE OF US BUDGETARY AND EXTRA-BUDGETARY INPUT, MAY WELL CHARACTERIZE OUR NOTICE OF INTENT AS PROOF OF US "DUPLICITY" IN LIGHT OF OUR POSTURE AT 7TH SPECIAL SESSION. THE EASTERN BLOC AND OTHER SELF-STYLED LEADERS OF THE THIRD WORLD MAY BE EXPECTED TO PICK UP THIS REFRAIN IN ILO AND OTHER FORA WHEN IT APPEARS TO SUIT THEIR PURPOSES.

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5. SUCH CRITICISMS ARE SOMEWHAT BESIDE THE POINT, WHICH IS TO DEFINE OR REDEFINE THE OBJECTIVES OF THE ILO IN TERMS OF WHAT IT CAN PROPERLY BEST DO IN A CHANGING WORLD IN A MANNER IN WHICH US CAN POSITIVELY PARTICIPATE IN THE YEARS TO COME. AND EVEN UPON GIVING NOTICE OF WITHDRAWAL WE WOULD HAVE TWO YEARS IN WHICH TO MEASURE THE RESULTS.

6. FAILING TO TAKE A POSITIVE FORTHRIGHT APPROACH AND THEREBY LETTING THINGS DRIFT MAY -- DESPITE RECENT FAVORABLE SENATE ACTION-RESULT AT SOME POINT IN OUR BEING IN ARREARS TO THE EXTENT OF LOSING VOTING RIGHTS, WHICH WOULD LEAD TO WEO AND LDC CRITICISM OF US DEFAULT ALONG SAME LINES AS NOTICE TO WITHDRAW WOULD VOKE.

7. HINTS OF CONCERN ABOUT POSSIBLE US WITHDRAWAL FROM ILO HAVE BEEN RECEIVED FROM OTHER SPECIALIZED AGENCY DGS HERE, WHOSE INTEREST AT THIS TIME SEEMS CLEARLY PAROCHIAL AND RATHER IN THE NATURE OF FISHING FOR INFORMATION. WHETHER THESE CONCERNS WOULD LEAD TO SOME MORE FORMAL EXPRESSION OF DISMAY ON PART OF UN IS CONJECTURAL, BUT WE MAY EXPECT THAT IF NOTICE IS GIVEN TO ILO THERE WILL BE A WAVE OF REACTION WHICH MIGHT BE AMELIORATED BY TELLING THEM IN ADVANCE IF US DECIDES TO WITHDRAW.

8. IN SUM, THE US RUNS THE RISK OF CRITICISM FOR EITHER GIVING NOTICE OR FOR NOT PAYING UP, WITH THE ADDITIONAL CONSIDERATION THAT WHATEVER SOLUTION IS FOUND US LABOR CAN EXERCISE A FORMIDABLE NEGATIVE IMPACT ON THE ORGANIZATION BY SIMPLY IGNORING THE ILO AS IT HAS DONE TO A DEGREE IN THE PAST.

9. OUR RECOMMENDATION, THEREFORE, IS TO CONTINUE SERIOUSLY TO CONSIDER GIVING NOTICE OF INTENT TO WITHDRAW UNDER THE CONDITIONS OUTLINED ABOVE AND PREVIOUSLY. CRITICISM WILL UNDOUBTEDLY ENSUE, BUT IT MAY BE MORE ADVANTAGEOUS IN THE LONG RUN TO BE CRITICIZED FOR TAKING AN INITIATIVE THAN FOR

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FOLLOWING A POLICY OF DRIFT. DALE

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